

115TH CONGRESS  
1ST SESSION

# S. 1178

To realign structures and reallocate resources in the Federal Government in keeping with the core belief that families are the best protection for children and the bedrock of any society to bolster United States diplomacy targeted at ensuring that every child can grow up in a permanent, safe, nurturing, and loving family, and to ensure that intercountry adoption to the United States becomes a viable and fully developed option for providing families for children in need, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

MAY 18, 2017

Mr. BLUNT (for himself, Ms. KLOBUCHAR, Mr. WICKER, Mr. BURR, Mr. COCHRAN, Mr. INHOFE, Mr. COTTON, Ms. WARREN, Mr. KING, and Mr. COONS) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

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## A BILL

To realign structures and reallocate resources in the Federal Government in keeping with the core belief that families are the best protection for children and the bedrock of any society to bolster United States diplomacy targeted at ensuring that every child can grow up in a permanent, safe, nurturing, and loving family, and to ensure that intercountry adoption to the United States becomes a viable and fully developed option for providing families for children in need, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*

3   **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4       (a) SHORT TITLE.—This Act may be cited as the  
5   “Vulnerable Children and Families Act of 2017”.

6       (b) TABLE OF CONTENTS.—The table of contents is  
7   as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Findings; purposes.

Sec. 3. Definitions.

**TITLE I—REALIGNMENT OF CERTAIN INTERNATIONAL CHILD  
WELFARE RESPONSIBILITIES AND FUNCTIONS**

Sec. 101. Redesignation of Office of Children’s Issues as Office of Vulnerable  
Children and Family Security.

**TITLE II—ANNUAL REPORTING**

Sec. 201. Annual report on implementation of action plan.

**TITLE III—PROMOTION OF A COMPREHENSIVE APPROACH FOR  
CHILDREN IN ADVERSITY**

Sec. 301. USAID obligations for coordinating with Office of Vulnerable Children and Family Security.

**TITLE IV—FUNDING, RULE OF CONSTRUCTION, AND EFFECTIVE  
DATES**

Sec. 401. Authorization of appropriations.

Sec. 402. Rule of construction.

Sec. 403. Effective dates.

**8 SEC. 2. FINDINGS; PURPOSES.**

9       (a) FINDINGS.—Congress makes the following find-  
10   ings:

11       (1) The people of the United States recognize  
12   and believe that children should grow up in perma-  
13   nent, safe, and nurturing families in order to develop  
14   and thrive.

1                         (2) Science shows that children, and particularly infants, living in impersonal, socially deprived institutions may suffer lasting, and in many cases, irreversible damage, including—

- 5                             (A) reduced brain activity and brain size;
- 6                             (B) lower intelligence quotients;
- 7                             (C) serious behavioral and emotional problems; and

9                             (D) disturbed relationships with others.

10                         (3) Governments in other countries seek models that promote the placement of children who are living outside family care in permanent, safe, and nurturing families, rather than in foster care or institutions; but many governments lack the resources or infrastructure to adequately address this need.

16                         (4) Despite the efforts of countless governments and nongovernmental organizations, millions of children remain uncounted and outside of the protection, nurturing care, permanence, safety, and love of a family.

21                         (5) No reliable data currently exists to define and document the number and needs of children in the world currently living without families, but available evidence demonstrates that there are millions of children in this situation needing immediate help.

1                         (6) The Action Plan on Children in Adversity  
2                         commits the United States Government to achieving  
3                         a world in which all children grow up within protec-  
4                         tive family care and free from deprivation, exploi-  
5                         tation, and danger. To effectively and efficiently ac-  
6                         complish this goal, it is necessary to realign the  
7                         United States Government's current operational sys-  
8                         tem for assisting orphans and vulnerable children  
9                         and processing intercountry adoptions.

10                         (7) Significant resources are already dedicated  
11                         to international assistance for orphans and vulner-  
12                         able children, and a relatively small portion of these  
13                         resources can be reallocated to achieve more timely,  
14                         effective, nurturing, and permanent familial solu-  
15                         tions for children living without families, resulting in  
16                         fewer children worldwide living in institutions or on  
17                         the streets, more families preserved or reunified, and  
18                         increased domestic and international adoptions.

19                         (b) PURPOSES.—The purposes of this Act are—

20                         (1) to support the core value that families are  
21                         the bedrock of any society;  
22                         (2) to protect the fundamental human right of  
23                         all children to grow up within the loving care of per-  
24                         manent, safe, and nurturing families;

- 1                 (3) to address a critical gap in United States  
2 foreign policy implementation by authorizing a  
3 whole-of-government strategic approach to ensure  
4 coordination within and among the relevant Federal  
5 agencies for international policy and operational  
6 structures so that seeking permanent families for  
7 children living without families receives more prominence,  
8 focus, and resources (through the reallocation  
9 of existing personnel and resources);
- 10                (4) to harness the diplomatic and operational  
11 power of the United States Government in the international sphere by helping to identify and implement  
12 timely, permanent, safe, and nurturing familial solutions for children living without families through effective implementation of the three core and three supporting objectives of the Action Plan on Children  
13 in Adversity;
- 14                (5) to ensure that intercountry adoption by  
15 United States citizens becomes a viable and fully developed option for creating permanent families for  
16 children who need them;
- 17                (6) to protect against abuses of children; and
- 18                (7) to harmonize and strengthen existing intercountry adoption processes under United States  
19 law—

1                             (A) by ensuring that the same set of proce-  
2                             dures and criteria govern suitability and eligi-  
3                             bility determinations for prospective adoptive  
4                             parents seeking to complete intercountry adop-  
5                             tions, whether or not the child is from a foreign  
6                             state that is a party to the Hague Adoption  
7                             Convention; and

8                             (B) by aligning the definitions of eligible  
9                             children for Convention adoptions and non-Con-  
10                             vention adoptions to the maximum extent pos-  
11                             sible.

12 **SEC. 3. DEFINITIONS.**

13                             In this Act:

14                             (1) ACTION PLAN ON CHILDREN IN ADVER-  
15                             SITY.—The term “Action Plan on Children in Adver-  
16                             sity” means the policy document entitled “United  
17                             States Government Action Plan on Children in Ad-  
18                             versity: A Framework for International Assistance:  
19                             2012–2017”, released on December 19, 2012.

20                             (2) AMBASSADOR-AT-LARGE.—The term “Am-  
21                             bassador-at-Large” means the individual appointed  
22                             pursuant to section 101(b).

23                             (3) APPROPRIATE, PROTECTIVE, AND PERMA-  
24                             NENT FAMILY CARE.—The term “appropriate, pro-  
25                             tective, and permanent family care” means a nur-

1 turing, lifelong, commitment to a child by an adult,  
2 or adults with parental roles and responsibilities  
3 that—

4 (A) provides physical and emotional sup-  
5 port;

6 (B) provides the child with a sense of be-  
7 longing; and

8 (C) generally involves full legal recognition  
9 of the child's status as child of the parents and  
10 of the parents' rights and responsibilities re-  
11 garding the child.

12 (4) CENTRAL AUTHORITY.—The term “central  
13 authority” has the meaning given the term in sec-  
14 tion 3 of the Intercountry Adoption Act of 2000 (42  
15 U.S.C. 14902).

16 (5) CHILDREN IN ADVERSITY.—The term “chil-  
17 dren in adversity” means children and youth—

18 (A) who are younger than 18 years of age;

19 (B) who live outside of family care; and

20 (C) whose safety, well-being, growth, and  
21 development are at significant risk due to inad-  
22 equate care, protection, or access to essential  
23 services.

24 (6) CONVENTION ADOPTION.—The term “Con-  
25 vention adoption” has the meaning given the term in

1       section 3 of the Intercountry Adoption Act of 2000  
2       (42 U.S.C. 14902).

3                     (7) CONVENTION COUNTRY.—The term “Con-  
4       vention country” has the meaning given the term in  
5       section 3 of the Intercountry Adoption Act of 2000  
6       (42 U.S.C. 14902) and for which the Hague Adop-  
7       tion Convention has entered into force.

8                     (8) GUARDIANSHIP.—

9                         (A) IN GENERAL.—The term “guardian-  
10       ship” means a permanent legal relationship be-  
11       tween an adult and a child, in which the adult  
12       is lawfully invested with the power, and charged  
13       with the duty, of taking care of the child.

14                         (B) PERMANENT GUARDIANSHIP.—While  
15       some forms of guardianship are not truly per-  
16       manent, the form of guardianship referred to  
17       and supported under this Act is permanent  
18       guardianship.

19                         (C) KEFALA ORDER.—A Kefala order  
20       issued by a country that follows traditional Is-  
21       lamic law does not qualify as an adoption under  
22       United States law, but may be a form of guard-  
23       ianship in some circumstances.

24                         (D) FAMILY-LIKE GROUP HOMES.—Indi-  
25       vidual parent-child relationships in a small,

1           family-like group home in which caretaking is  
2           provided only by one or more unpaid caretakers  
3           might, in some circumstances, qualify as a  
4           guardianship if legalized in that form.

5                 (E) PAID GUARDIANSHIP.—The term  
6           guardianship does not include a paid guardian-  
7           ship.

8                 (9) HABITUAL RESIDENCE DETERMINATION.—  
9           The term “habitual residence determination” means  
10          a factual determination of where a prospective adopt-  
11          ive parent (or parents) resides and where the child  
12          resides for purposes of an intercountry adoption  
13          case.

14                 (10) HAGUE ADOPTION CONVENTION.—The  
15          term “Hague Adoption Convention” means the Con-  
16          vention of Protection of Children and Cooperation in  
17          Respect of Intercountry Adoption, concluded at The  
18          Hague May 29, 1993.

19                 (11) INSTITUTIONAL CARE.—The term “institu-  
20          tional care” means care provided in any nonfamily-  
21          based group setting, including—

- 22                     (A) orphanages;
- 23                     (B) transit or interim care centers;
- 24                     (C) children’s homes;

(D) children's villages or cottage complexes; and

(E) boarding schools used primarily for care purposes as an alternative to a children's home.

(12) KINSHIP CARE.—The term “kinship care”—

15 (B) does not include paid kinship foster  
16 care.

(B) an adoption by United States parents  
of a child under the laws of the child's country

1           of origin (generally when the parents are living  
2           in the child's country of origin and therefore  
3           able legally to complete a domestic adoption); or

4               (C) in certain circumstances (generally  
5           with respect to relative adoptions or adoptions  
6           by dual national parents), an adoption by  
7           United States parents of a child from a Con-  
8           vention country if that country allows legal and  
9           valid adoptions to take place outside the scope  
10           of the Convention.

11               (14) NON-CONVENTION COUNTRY.—The term  
12           “non-Convention country” means a country in which  
13           the Hague Adoption Convention has not entered into  
14           force, regardless of whether or not that country has  
15           signed the Convention.

16               (15) SPECIAL ADVISOR.—The term “Special  
17           Advisor” means the Special Advisor for Assistance  
18           to Orphans and Vulnerable Children appointed pur-  
19           suant to section 135(e) of the Foreign Assistance  
20           Act of 1961 (22 U.S.C. 2152f(e)), who is also re-  
21           ferred to as the Senior coordinator for the USAID  
22           Administrator on Children in Adversity and who  
23           leads the Center of Excellence for Children in Adver-  
24           sity.

1                             (16) UNPARENTED CHILDREN.—The term  
2                             “unparented children” means children lacking the  
3                             legally recognized, permanent, safe, and nurturing  
4                             care of a parental figure or figures, either inside  
5                             their country of origin, in the country of their habit-  
6                             ual residence, or elsewhere.

7                             **TITLE I—REALIGNMENT OF CER-**  
8                             **TAIN INTERNATIONAL CHILD**  
9                             **WELFARE RESPONSIBILITIES**  
10                             **AND FUNCTIONS**

11                             **SEC. 101. REDESIGNATION OF OFFICE OF CHILDREN'S**  
12                             **ISSUES AS OFFICE OF VULNERABLE CHIL-**  
13                             **DREN AND FAMILY SECURITY.**

14                             (a) REDESIGNATION.—The Office of Children's  
15 Issues of the Department of State is hereby redesignated  
16 as the Office of Vulnerable Children and Family Security  
17 (referred to in this Act as the “VCFS”).

18                             (b) APPOINTMENT OF AMBASSADOR-AT-LARGE.—  
19 The President, acting through the Secretary, shall appoint  
20 an Ambassador-at-Large to promote and support the fol-  
21 lowing activities:

22                             (1) Oversight of the Office of Vulnerable Chil-  
23 dren and Family Security.

24                             (2) The development and implementation in for-  
25 eign countries of child welfare laws, regulations,

1 policies, best practices, and procedures in keeping  
2 with the goals articulated in the Action Plan on  
3 Children in Adversity, including—

4 (A) the sound development of children  
5 through the integration of health, nutrition, and  
6 family support;

7 (B) supporting and enabling families to  
8 care for children through family preservation,  
9 reunification, and support of kinship care,  
10 guardianship, and domestic and intercountry  
11 adoption;

12 (C) facilitating the efforts of national gov-  
13 ernments and partners to prevent, respond to,  
14 and protect children from violence, exploitation,  
15 abuse, and neglect;

16 (D) supporting partners to build and  
17 strengthen holistic and integrated models to  
18 promote the best interests of the child;

19 (E) building and maintaining strong evi-  
20 dence base on which future activities to reach  
21 and assist the most vulnerable children can be  
22 effectively planned and implemented; and

23 (F) integrating this plan with United  
24 States Government departments and agencies.

(3) Addressing the gap in United States Government diplomacy, policy, and operations with respect to promoting appropriate, protective, and permanent family care for children living without families by leading the development and implementation of policies that will ensure the timely provision of appropriate, protective, and permanent family care for children living without families through the full continuum of permanence solutions, including family preservation and reunification, kinship care, guardianship, and domestic and intercountry adoption.

12 (c) QUALIFICATIONS OF AMBASSADOR-AT-LARGE.—

### 13 The Ambassador-at-Large shall—

14 (1) have experience in the development of poli-  
15 cies and systems and the implementation of pro-  
16 grams that promote the goals of the Action Plan on  
17 Children in Adversity;

(2) be knowledgeable of international child welfare, family permanence, and family creation through domestic and intercountry adoption; and

(A) early childhood survival and development;

### 3 (d) FUNCTIONS.—

(A) contacts with foreign governments, nongovernmental organizations, intergovernmental agencies, and specialized agencies of the United Nations and other international organizations of which the United States is a member;

1                             (B) multilateral conferences and meetings  
2                             relevant to family preservation, reunification,  
3                             and creating appropriate, protective, and per-  
4                             manent care for unparented children; and  
5                             (C) fulfillment of the diplomatic respon-  
6                             sibilities designated to the central authority  
7                             under title I of the Intercountry Adoption Act  
8                             of 2000 (42 U.S.C. 14911 et seq.).

9                             (3) POLICY DEVELOPMENT WITH RESPECT TO  
10                             PERMANENCE FOR UNPARENTED CHILDREN.—

11                             (A) IN GENERAL.—The Ambassador-at-  
12                             Large shall—  
13                                 (i) develop and advocate for policies  
14                             and practices to ensure that children in  
15                             foreign countries who are living without  
16                             families find appropriate, protective, and  
17                             permanent family care;  
18                                 (ii) give consideration to family pres-  
19                             ervation and reunification, kinship care,  
20                             guardianship, and domestic and inter-  
21                             country adoption; and  
22                                 (iii) seek to develop and implement  
23                             policies that lead to the use of all options  
24                             for providing appropriate, protective, and

1 permanent family care to children living  
2 without families as quickly as possible.

3 (B) ADVOCATE FOR CONCURRENT PLAN-  
4 NING.—

5 (i) IN GENERAL.—In developing poli-  
6 cies and programs under this Act, the Am-  
7 bassador-at-Large shall advocate that all  
8 options for providing appropriate, protec-  
9 tive, and permanent family care to children  
10 living without families must be considered  
11 concurrently and permanent solutions must  
12 be put in place as quickly as possible. Solu-  
13 tions include family preservation and re-  
14 unification, kinship care, guardianship, do-  
15 mestic and intercountry adoption, and  
16 other culturally acceptable forms of care  
17 that will result in appropriate, protective,  
18 and permanent family care. Preference  
19 should be given to options that optimize  
20 the child's well-being, which generally  
21 means options which provide children with  
22 fully protected legal status and parents  
23 with full legal status as parents, including  
24 full parental rights and responsibilities.  
25 The principle of subsidiarity, which gives

1                   preference to in-country solutions, should  
2                   be implemented within the context of a  
3                   concurrent planning strategy, exploring in-  
4                   and out-of-country options simultaneously.  
5                   If an in-country placement providing ap-  
6                   propriate, protective, and permanent care  
7                   is not quickly available, and such an inter-  
8                   national home is available, encourage poli-  
9                   cies that allow the child to be placed in an  
10                  international home without delay.

11                  (ii) INTERIM PLACEMENTS.—Nothing  
12                  in this subsection may be construed to pre-  
13                  clude interim placements, including in kin-  
14                  ship care, foster care, and small group  
15                  homes, to temporarily improve children's  
16                  living conditions in individual cir-  
17                  cumstances in which—

18                   (I) a permanent solution is not  
19                   immediately available if ongoing ef-  
20                   forts are made to move the child from  
21                   interim to permanent placement as  
22                   soon as possible; and  
23                   (II) the child's best interests will  
24                   be served.

(II) Options generally viewed as interim solutions, such as foster care and small group homes, may be preferable to family reunification when the parents are not in a position to provide appropriate nurturing.

20 (III) For children with disabilities,  
21 solutions to prevent institutionalization and to assist with re-  
22 integration into the community from  
23 institutions, include payment and sup-  
24

1 port to families, substitute families,  
2 small group homes, or kinship care.

3 (C) BEST PRACTICES.—In developing poli-  
4 cies and programs under this Act, the Ambas-  
5 sador-at-Large shall identify and utilize evi-  
6 dence-based programs and best practices in  
7 family preservation and reunification and provi-  
8 sion of permanent parental care through guard-  
9 ianship, kinship care, and domestic and inter-  
10 country adoption as derived from a wide variety  
11 of domestic, foreign, and global policies and  
12 practices.

- (i) drafting, disseminating, and implementing legislation;
- (ii) developing implementing systems and procedures;
- (iii) establishing public, private, and faith- and community-based partnerships;
- (iv) developing workforce training for governmental and nongovernmental staff; and
- (v) infrastructure development and data collection techniques necessary to identify and document the number and needs of children living without appropriate, protective, and permanent family care.

(B) CENTRAL AUTHORITY RESPONSIBILITY  
UNDER THE INTERCOUNTRY ADOPTION ACT OF  
2000.—Section 101(b)(2) of the Intercountry  
Adoption Act of 2000 (42 U.S.C. 14911(b)(2))  
is amended by striking “Office of Children’s  
Issues” and inserting “Office of Vulnerable  
Children and Family Security”.

(C) DETERMINATIONS OF HAGUE ADOPTION CONVENTION COMPLIANCE.—The VCFS, in consultation with other offices of the Department of State, and the Department of Homeland Security, shall have lead responsibility for determining whether a Convention partner country has met its obligations under the Hague Adoption Convention and is eligible to participate in intercountry adoptions in accordance with United States law. Such determinations shall be documented in writing, based on standardized criteria, and available for public review and comment.

1 domestic policy and operations with respect to children living outside family care in foreign countries.

3 (6) INFORMATION COORDINATION.—The Ambassador-at-Large shall transmit—

5 (A) any intercountry adoption related case information received from the Central Authority of another Convention country to the Secretary of Homeland Security; and

9 (B) any intercountry adoption related case information that the Secretary of Homeland Security requests to the central authority of another Convention country.

## 13 **TITLE II—ANNUAL REPORTING**

### 14 **SEC. 201. ANNUAL REPORT ON IMPLEMENTATION OF ACTION PLAN.**

16 Not later than 180 days after the date of the enactment of this Act, and annually thereafter, the Ambassador-at-Large, in coordination with the Special Advisor, shall submit to Congress a report on implementation of the Action Plan on Children in Adversity, including the technical assistance provided under section 101(d)(3)(D).

1   **TITLE III—PROMOTION OF A**  
2   **COMPREHENSIVE APPROACH**  
3   **FOR CHILDREN IN ADVER-**  
4   **SITY**

5   **SEC. 301. USAID OBLIGATIONS FOR COORDINATING WITH**  
6           **OFFICE OF VULNERABLE CHILDREN AND**  
7           **FAMILY SECURITY.**

8         (a) OBJECTIVES.—The Special Advisor shall work in  
9 consultation with the Ambassador-at-Large to promote  
10 greater United States Government coherence and account-  
11 ability for whole-of-government assistance to children in  
12 adversity and ensure that United States foreign assistance  
13 and development programs are focused on—

14                 (1) the sound development of children through  
15 the integration of health, nutrition, and family sup-  
16 port;

17                 (2) supporting and enabling families to care for  
18 children through family preservation, reunification,  
19 and support of kinship care, guardianship, and do-  
20 mestic and intercountry adoption;

21                 (3) facilitating the efforts of national govern-  
22 ments and partners to prevent, respond to, and pro-  
23 tect children from violence, exploitation, abuse, and  
24 neglect;

1                             (4) supporting partners to build and strengthen  
2                             holistic and integrated child welfare and protection  
3                             systems to promote the best interests of the child;

4                             (5) building and maintaining a strong evidence  
5                             base on which future activities to reach and assist  
6                             the most vulnerable children can be effectively  
7                             planned and implemented; and

8                             (6) integrating the objectives set forth in para-  
9                             graphs (1) through (5) with Federal departments  
10                            and agencies.

11                         (b) APPROACH.—The Special Advisor shall ensure  
12                         that efforts to assist children in adversity through the Ac-  
13                         tion Plan on Children in Adversity are coordinated with  
14                         the efforts by the Ambassador-at-Large in implementing  
15                         its adoption strategy in priority countries.

16                         (c) REPEAL.—Section 135 of the Foreign Assistance  
17                         Act of 1961 (22 U.S.C. 2152f) is repealed.

18                         **TITLE IV—FUNDING, RULE OF  
19                         CONSTRUCTION, AND EFFEC-  
20                         TIVE DATES**

21                         **SEC. 401. AUTHORIZATION OF APPROPRIATIONS.**

22                         (a) PROHIBITION ON NEW APPROPRIATIONS.—

23                         (1) IN GENERAL.—Nothing in this Act may be  
24                         construed as authorizing additional funds to be ap-

1           appropriated to carry out this Act or any amendments  
2           made by this Act.

3           (2) USE OF EXISTING FUNDS.—This Act, and  
4           the amendments made by this Act, shall be carried  
5           out using amounts otherwise available for such pur-  
6           poses, including unobligated balances of funds made  
7           available to carry out activities under the Foreign  
8           Assistance Act of 1961 (22 U.S.C. 2151 et seq.).

9           (b) LIMITATIONS ON USE OF FUNDS.—

10           (1) SEGREGATED SERVICES.—No funds obli-  
11           gated in accordance with this Act may be awarded  
12           for building, renovating, or refurbishing residential  
13           facilities that segregate children with disabilities  
14           from society. The limitation under this paragraph  
15           does not prohibit funding for small, community-  
16           based group homes that house up to six children.

17           (2) ADMINISTRATIVE EXPENSES.—Not more  
18           than two percent of the amounts described in sub-  
19           section (a)(2) may be used for administrative ex-  
20           penses.

21           (c) FOCUS OF ASSISTANCE.—Assistance provided  
22           under this Act—

23           (1) shall focus primarily on promoting inter-  
24           national child welfare, as set forth in this Act, for  
25           all children in adversity; and

1                             (2) may be provided on such terms and condi-  
2                             tions as the President determines appropriate.

3   **SEC. 402. RULE OF CONSTRUCTION.**

4                             Nothing in this Act shall be construed as precluding  
5                             the provision of stipends or subsidies to those caring for  
6                             children with disabilities.

7   **SEC. 403. EFFECTIVE DATES.**

8                             (a) **EFFECTIVE UPON ENACTMENT.**—Sections 104  
9                             and 201 and titles III and IV shall take effect on the date  
10                           of the enactment of this Act.

11                           (b) **DELAYED EFFECTIVE DATE.**—Sections 101,  
12                           102, and 103 shall take effect on the date that is 1 year  
13                           after the date of the enactment of this Act.

